FOUR EMPHATIC DELIVER-ANCES BY THE GOVERNOR.

HE DEVOTES MUCH ATTENTION TO CANAL, LABOR, MILITIA AND CIVIL SERVICE INTERESTS.

A SPECIAL MESSAGE ON CANALS PROMISED -POSSIBLY ONE ON THE NEW-YORK POLICE SYSTEM - BIENNIAL SES-SIONS FAVORED-SAFEGUARD-

ING THE INTERESTS OF SMALL CITIES.

Albany, Jan. 4.-Governor Roosevelt to-day transmitted the following message to the Legis-

State of New-York, Executive Chamber, Albany, January 2, 1809.

The people of New-York, like the people of every other State in the Union, are to be congratulated, because curing the last year the Nation has carried to a brilliant triumph one of the most righteous wars of modern times. When last spring it became evident that the interests of humanity and of National honor alike demanded that we should drive Spain from the Western Hemisphere and free from her tyranny the subject peoples of the islands of the sea, New-York responded with eager zeal to the call for volunteers, and in the Cabinet, in Congress, and in camp her representatives did all they could to insure the success of the American policy. We are not merely New-Yorkers. We are Americans; and the interests of all Americans, whether from the North, the South, the East, or the great West, are equally dear to the men of the Empire State. As we grow into a mighty nation, which, whether it will or not, must inevitably play a great part for good or for evil in the affairs of the world at large, the people of New-York wish it understood that they ook at all questions of American foreign policy from the most thoroughly National standpoint. The tropic islands we have taken must neither be allowed to lapse into anarchy nor to return under the sway of tyranny. War is a grim thing at best, but the war through which we have passed has left us not merely memories of glory won on land and sea, but an even more blessed heritage, the knowledge that it was waged from the highest motives, for the good of others as well as for our own National honor. Above all, we are thankful that it brought home to all of us the fact that the country was indeed one when serious danger confronted it. The men from the East and the West, from the North and the South, the sons of those who were the blue and of those who were the gray,

In our domestic affairs the State is to be congratulated on the gradual return of prosperity. Though temporarily checked by the war, this return has been, on the whole, steady. The

the men of means and the men who all their

lives long had possessed only what day by day

they toiled to earn, stood shoulder to shoulder

in the fight, met the same dangers, shared the

same hardships and won the same ultimate

property out of the State by unwise taxation or levying a tax which is in effect largely a tax upon honesty. I most earnestly commend the

CANALS AND COMMERCE.

New-York State took the lead in this country in the promotion of a canal system, and the operation of the Erie Canal has been of incalculable benefit not merely in Buffalo, New-York and Brooklyn, and the cities of the Mohawk Valley, but to all of the State, for, when a part of it is benefited, the benefit is shared ultimately by

Of recent years the city of New-York has fallen off relatively to other cities as regards the cessor a commission was appointed to examine into the causes of thi decline. I recommend that this Commission be allowed ample additional time to close its work, the subject being

The canals at present are in such condition that the money aiready expended will avail nothing if the work is discontinued. As a chain the shallowest sections. While I do not now recommend the voting of any large amounts of money, yet in fixing up those different parts expenditures that can be clearly made within the Constitution should be authorized.

city of New-York that our commercial supremacy should be maintained. With this end in view the canals should be administered economically and with an eye single to the welfare of the whole people. Any man, whether public servant or contractor, who in any way defrauds the State or perverts the business of the State to his private gain must be dealt with as rigorously as the laws will permit.

pointed by my predecessor pursuant to the provisions of Chapter 15 of the Laws of 1898, has completed its work and made its report. Its work has been of great service to the State The act provided that the Commission should formance of its duty. The Commission was also authorized to employ counsel, experts, engineers and such other assistants as it might deem necessary. The time for making its report was extended by my predecessor to the latest date authorized by law, and the investigation made was broad in its scope and searching in its

required by law, which is herewith transmitted to you, a supplemental report of the Commission's expenses has been made and filed, by which it appears that the appropriation made for the expenses of the investigation has been exhausted, and that it will require an additional sum of \$11.805.51 to discharge the obligations of the Commission properly incurred in the performance of its duty. I recommend that the further sum of \$12.000, or so much thereof as may be accessed.

may be necessary, be appropriated without de-lay for such purpose.

I shall later communicate with you further on the subject of the canals, and as to the ex-act course to be followed in regard to them.

ROOSEVELT'S MESSAGE. past from such State action. In bygone ages, brutal violence, the aid of the State was invoked to shackle force, and exactly as we have shackled force in the past, so it may be necessary more and more to shackle cunning in the present. The right to interfere against the individual who does wrong by craft is, of course, as great as the right to interfere against one who does wrong by open violence; though it is a much more simple matter to interfere effectually in the one case than in the other. Great care, however, must be exercised in the interference. The machinery of business is delicate and complicated, and if it is improperly disarranged or interfered with, the harm, which at first falls on the business men of greater or less wealth and on the corporations, will ultimately be distributed throughout the community at

In dealing with the interests which we have grown to group together as the interests of labor, we must always ke p in mind the fact that ultimately each man's salvation rests mainly with himself, and that no amount of legislation or of combination can supply the lack of individual initiative-the lack of individual energy. honesty, thrift and industry. Yet this capacity for individual self-help can and should be generally supplemented by that form of selfhelp that follows on organization and association, as has been shown by the careers of many of the trade-unions and labor federations, and sometimes it can be supplemented by the direct

action of the State itself. The development in extent and variety of industries has necessitated legislation in the interest of labor. This legislation is not necessarily against the interest of capital; on the contrary, wisely advised, it is for the benefit of both laborers and employers. We have very wisely passed many laws for the benefit of labor, in themselves good, and for the time being sufficient; but experience has shown that the full benefit of these laws is not obtained, through the lack of proper means of enforcing them, and the failure to make any one department respon-

At present the enforcement of the law regulating the hours of labor of minors under fourteen years of age and of women employed in mercantile establishments and the sanitary condition of stores and buildings used for sim-liar purposes in large cities is left to the Board of Health. If the city government falls to furnish the proper appropriation and appoint the necessary officers to carry out the law, as is at present the case in New-York City, it is prac-tically a dead letter.

sible for their enforcement

Another important statute of this character relates to providing secure scaffolding in the erection of new buildings. The law on this subject is all that could be desired, but its enforcement is left to the city police, and, as a matter of fact, practically no provision is made for carrying it into effect. In New-York City, where this law is most needed, police officers are unacquainted with the character and requirements of the law. Most of them, indeed, are not aware that the enforcement of this law is any part of their duty.

The law regulating the hours of labor on suragainst the tendency to work the men an almost unilmited number of hours. The enforcement of this law is left to the Railroad Commissioners. As they have no active force to use for such a purpose the law falls by default, except when individual citizens undertake the prosecutions. The employe himself will rarely or never complain, for fear of being discharged. In order that the desire of the people definite.

In order that the desire of the people, definite-expressed in this wholesome legislation, shall ly expressed in this wholesome legislation, shall be made effective. I recommend that the enforcement of the entire body of legislation relating to labor be placed under the Board of Factory Inspectors. This would simplify the whole question of labor legislation and place the responsibility for its enforcement where it properly belongs, and would also give the maximum efficiency of service with the minimum cost to the State. With a slight ircrease in the general force of factory inspectors, this work can be done for the whole State and the object of the legislation be satisfactorily secured to

poses of manufacture. Atthough the law is quite explicit, and the intention of the Legislature obvious, great difficulty has been experienced in its effective enforcement. It is everywhere agreed that this tenement-house or "sweatshop" system is degrading to the unfortunate individuals engaged in it and to the social and moral life of the community in which it exists. How to enforce the law on this subject has perplexed the statesmen of other countries and States as well as our own.

ject has perplexed the statesmen of other countries and States as well as cur own.

The most effective and uninquisitive means yet devised for accomplishing this end is that recently adopted by Massachusetts, viz. Providing that buildings used for manufacturing purposes must have a permit or license, such license or permit to be granted only on condition that the appointments of the building fuill the requirements of the law for manufacturing purposes. These permits or licenses ought to be granted by the Board of Factory Inspectors, who should be held responsible for the proper inspection of the buildings and the enforcement of the law.

There are several reasons why this simple method would be effective. It would at once classify buildings used for manufacturing purposes, as a building so used without a permit would be violating the law. It would prevent much friction, because all requirements of the law would have to be fulfilled before the building was used. This would be a great advantage in the erection of new buildings, as proper conveniences, including accessible fire-escapes, guarded elevators, and other appointments. law would have to be fulfilled before the building was used. This would be a great advantage in the erection of new buildings, as proper conveniences, including accessible fire-escapes, guarded elevators, and other appointments would be required and easily furnished when new buildings were being erected or when old ones were being changed for manufacturing purposes. Nor does this involve any radical innovation. It is simply applying the recognized principles upon which boards of health now everywhere act in requiring that the plans for erecting new buildings or alterations of old ones must be submitted to the Building and Health departments, and a certificate of approval granted, before the building can be erected alterations made, or the premises occupied. Legitimate manufacturers will not object to this, because they are desirous of furnishing safe and wholesome appointments for their employes. Only those who desire to evade the law and disregard the common demands of sanitation, domestic decency, and wholesome industrial methods will object, and it is these the law desires to reach.

I submit this to the serious consideration of the Legislature, and suggest that an amendment to the law embodying this idea be adopted, to the end that the uneconomic, unwholesome and un-American sweatshop system shall disappear from our industrial life.

The law requiring an elght-hour day and a prevailing rate of wages for State employes is not intrusted to any autipority for enforcement. If this law is to remain on the statute books it should be enforced and therefore the Legislature should make it the particular business of somebody to enforce it.

A recent decision of the Court of Appeals has decided unconstitutional the law which provides that there shall be a mark on prison-made goods indicating that they are such. This matter should receive the attention of the Legislature in order that some means may be devised whereby the free mechanic shall not be brought into competition with prison labor. The Bureau of Labor Statist

a fair settlement of the difficulties and a re-establishment of harmonious relations. It should also constantly endeavor to promote the ex-tension of intelligent methods of settlement of labor disputes, so that, through the recognition by each party of the just rights of the other, strikes and lockouts may yield to wiser and more peaceful measures.

THE NATIONAL GUARD.

The National Guard of this State requires espocial attention. During the last year the Guard was suddenly called upon to supply deficiencies in our scheme of National defence, due to the very small size of our Regular Army, which was, and is, totally inadequate to the necessities of the nation, admirable though the Army itself is in quality. The emergency was so sudden as to National Guard regiments, the time to raise ing lacking. It is much to be hoped that some well thought out plan may be adopted by the National Government for the use of the Guard in any future war. It would probably prove United States, thus freeing the Regular Army for any expedition, at the same time cailing for volforce proper had been put in fair condition, the Guard could be ordered home. In other words, the Guard should be used as it was in the Civil War, and should not be called out for foreign service. The identity of each organization of the Guard should be preserved.

This calling out of the Guard to do the work which should have been done by the Regulars and by special volunteer organizations caused great hardship, and has resulted in much temporary disorganization in the Guard itself. The rk which the National Guardsmen ought normally to perform differs entirely from that expected from Regulars. All men who are admitted to the National Guard should be physically and morally fit for any soldierly duty; but there are many men who do invaluable service in the in long campaigns, unless there is urgent need. For instance, a large number of our most useful guardsmen who gladly give their service to the State are men of small means, business men, mechanics, clerks and laborers, with families who are decendent upon their exertions. Ordinary service in the Guard does not interfere in the least with these men's work, and absence from their work for a few weeks to meet a spefrom their work for a few weeks to meet a spe-cial emergency does not cause any great hard-ship; but absence on a long campaign means the actual loss of the job, with delay in securing another after the return. This causes wide-spread suffering and hardship. It is right to ask them to perform a short term of duty, but not a long term: and the disinclination to enlist for a long term should not be held to in any way reflect on them. If the country needs the services even of men with families, then, what-ever the individual suffering, the service should be freely given; but where the necessity can be ever the individual suffering, the service should be freely given; but where the necessity can be met by enlisting some of the tens of thousands of young, unmarried men who are eager to vol-unteer, it is a pity to employ men who can be ill spared.

e Guard gave conclusive proof of its patriot-The Guard gave conclusive proof of its patriotism by the quickness with which it sought the chance to go to the war. New-York has a right to be proud of the way in which her citizen soldiers sought opportunity to get to the front; and an equal meed of praise attaches to those who were fortunate enough to cross the seas, and to those equally devoted and equally patriotic, but less fortunate, soldiers to whom fell the harder task of waiting in camps on American tional Guardsmen, not only of New-York, but of all the United States, have won by their ready response to the country's call the right to full justice, to full recognition of their services, by National and State government alike.

sponsible for the exercise of this power and re-

I call your especial attention to the arms of the Guard. The lamentable result of keeping the Guard armed with archaic weapons, utterly unfit for modern warfare, was shown very conclusively in the late contest with Spain. It is an under-statement of the case to say that a single first-class regiment armed with the Krag-Jörgensen is worth three regiments armed with a low-powder, single-shot, black-powder piece like the Springfield. The National Guard should be armed with a small-calibre high-power rifle, preferably that used by the Regular Army. In any event, the cartridge should he the same. The last point is of the utmost importance. All the fighting forces of this country should use the same catridge. It is a great mistake for the Army and Navy to use different rifles, but it is an even greater mistake for the Army and the National Guard to use different rifles.

The Springfield musket as a modern arm has

The Springfield musket as a modern arm has two drawbacks. First, owing to the limited range, it is of small value against a fee armed with high-power repeating rifles. Second, owing to the black powder, it is a source of utmost danger to whoever uses it, as the smoke that it makes serves as a target, and the body of men using it immediately become the object of all the hostile fire from every part of the field with-in range. This was shown not merely by the exin range. This was shown not merely by the ex-perience of the National Guard in Cuba, but by the experience of the Regular artillery, which also had black-powder weapons, and which suf-fered in consequence, exactly as the Guard did. It has been proposed as a remedy to supply smokeless powder for the present weapon. It is doubtful whether or not this could be done, but if done it would merely render the weapon less Guardsmen are entitled to the best type of weapon. In a riot they could probably do the best work with shotguns, but we must have rifles, and these rifles should be of the highest type, and should take the same cartridge that is used by the United States Regular troops.

The regimental hospital corps should be kept up and encouraged. The war with Spain has demonstrated the necessity of the regimental

The Red Cross and kindred organizations have done admirable work for our soldiers during the summer just past. The Red Cross should be the right hand of the medical department of the Army, in peace and war; for even the best medical department will always need volunteer aid in the case either of battles or of camp epidemics. In America the Red Cross should have a Federal organization, with, in every State, chapters which should be in close touch with the National Guard attending the encampments and forming schools of instruction in military methods. We should then have in this State, for instance. The Red Cross of the National Guard of New-York," which should be recognized by the National Government. THE NAVAL MILITIA

late war, justifying their existence as completely as the National Guard did. The New-York Naval Militia furnished practically the entire crew, and all but two of the highest officers, on board of the warship Yankee. They were fortu-nate in having in the person of Commander Brownson one of the most gallant and efficient captains in the United States Navy, and they did their duty in first-class style. It would be Naval Militia organizations, which, in addition furnished the entire crews of four large war-

more formidable Power than Spain it would be highly undesirable to put any part of our naval force to the use for which it is not best fitted, though it may always be necessary to do this though it may always be necessary to do this if we do not greatly enlarge our Regular Navy, so that in number of ships and men it may more nearly than at present correspond to the greatness and the needs of the Nation. Our Naval Militia should be kept up and built up, but it is to be earnestly hoped that they will be supplemented by a naval reserve proper, called into being by the action of the Federal Government.

THE CIVIL SERVICE. The methods of appointment to the Civil Service of the State are now in utter confusion, no less than three systems being in effect-one in the city of New-York, one in other cities and one in the State at large. I recommend that a necessitate the calling out of the men of the law be passed introducing one uniform practice for the entire State, and providing, as required and discipline ordinary volunteer regiments be- by the Constitution, for the enforcement of proper Civil Service regulations in the State and its subdivisions. This law should be modelled in its essential provisions upon the old Civil Ser vice law, which was repealed by the Civil wisest to order out the Guard for use in the Service law now upon the statute-books. The inquiries I have made have satisfied me that the present law works badly from every standpoint, unteer regiments, into which those guardsmen and the half-mark given upon the so-called fitwho wished might go; then, when the volunteer | ness test represents not a competitive examination at all but the individual preference of the appointing officer, or, rather, of the outsider who has requested the appointment. It would be much better to have it stated outright that this was the case and that the examination was merely a pass or non-competitive examination, instead of going through the farce of a nominally competitive examination which is not such in

> Where there is a large list of eligibles, as is the case now on some registers, it is practically impossible for the appointing officer to examine the whole list, and if he tried it would merely result in a great loss of time to him, and a loss of both time and money to the unfortunate candidates. For the head of a department to try to examine at Albany a list of three hundred. candidates. For the head of a department of a transfer in the examine at Albany a list of three hundred applicants for a \$1,000 clerkship, these applicants coming from all over the State, would mean, if they all came, an expenditure of about \$31,000 by them, and the loss of several days by the appointing power. Practically, in the great majority of cases only the applicants from the resignificance of Albany come, and in most majority of cases only the applicants from the neighborhood of Albany come, and in most cases the appointing officer has made up his mind before he examines a man; so that the result is in effect to work a fraud upon men who enter the examination trusting to their own merits and not to favoritism. Where competitive examinations are to be held, they should be competitive in fact and not in name only. Where it appears after trial or after careful investigation that competitive examinations will not work well, then the places should be exempted from examination, or pass examinations substituted, the reasons for exempting them being set from examination, or cass examinations substi-uted, the reasons for exempting them being set

I do not make a fetich of written competitive examinations for admission to the Civil Service. There are situations where these written competitive are situations. itive examinations are not applicable petitive examinations are not applicable at all.
There are others where they can be used simply as makeshifts; that is, as being better than a system of appointment through political favoritism, but as being very far from perfect, and not as good as if the appointments were made by an unhampered official trying to get the best man without regard to political considerations. Physical examinations and techniques the connective of the man the best man without regard to political considerations. Physical examinations and technical examinations into the capacity of the man to do the work sought should, wherever advisable, be used to supplement or even to supplant the written examination proper, and this written examination itself should be of as practical a type as possible, and directed to the special needs of the position sought.

There is no need of discussing the advantages of the methods which we have grown to group together when we speak of Civil Service Reform. They have by long experience been proved to work admirably. In the postal service, for instance, the examinations for clerks, letter-carriers and railway mail clerks are entirely practical, and

portunities: the wageworker, in consequence, is more steadily employed; the farmer has a better market.

TAXATION.

No other question is of such permanent importance in the domestic economy of our State as the question of taxation. At present our system of taxation is in uter confusion, full of injustices and of quere anomalies. It is an acceptability for the first and the one of the whole State and the object from the standpoints alike of the farmer, the merchant and the manufacturer. Not only is it necessary to consider whether any kind of tax ought, if practicable, to be levied, but whether it is in fact practicable to levy it. We should discourage driving interests, and yet we should discourage the building up of non-taxable interests, and yet we should discourage the building up of non-taxable interests, and yet we should discourage the building up of non-taxable interests, and yet we should discourage driving in the postal service for instance. Many of the troops who volunteered gladly for the emergency, now that the war to wate the two present one is postal to the emergency, now that the war is over a most less, they were the emergency, now that the war is over a most less, the promote of the trooper, now that the war is over a most less, the promote of the trooper, now that the war is over a most less, the promote of the trooper, now that the two present of the emergency, now that the two present of the emergency, now that the war is over a most less, the promote of the trooper, now that the war is over a most less, the promote of the trooper, now that the war of the trooper, now that the war of the emergency, now that the war over the emergency now that the war of the trooper, now that the war of the emergency must the the emergency now that the emergency is of our Regular Army. If our Regular army is of our Regula

places be subject to other kinds of competitive examinations, or of non-competitive examinations, or be excepted from examination, in accordance with the actual needs of the service. The veteran of the Civil War should be legally guaranteed preference in appointment to and retention in office; that is, he should be appointed to any vacancy when he can show his fitness to fill it, and he should not be removed without trial by the appointing officer, at which he can make his defence. There is no intention to condone corruption or pass over inefficiency in a veteran; but if he is honest and efficient he is entitled to preference.

OVERLEGISLATION AND BIENNIAL BES-

SIONS I invite the attention of the Legislature particularly to the evils of overlegislation. The tendency to pass laws which are utterly unnecessary, even when not pernicious, or which are difficult to devise an efficient check for it, but than it does from lack of legislation. One par-tial remedy for the evil would be to amend the sions of the Legislature. The Legislature has already passed this proposed amendment once. already passed this proposed amendment once. I recommend that it he passed again this year, in order that it may be submitted to the people next fall. I also advise that an investigation he made of the methods employed in other representative bodies for getting rid of the evil. I direct your attention to the custom of the British Parliament, which puts upon the would-be beneficiary the cost of all private and special legislation, and wisely makes it difficult to obtain at all, and impossible to obtain without full advertisement and discussion. No special law should be passed where passing a general law will serve the purpose. will serve the purpose

SCHOOL SUFFRAGE desirability of gradually extending the sphere in which the suffrage can be exercised by

movement to better our roads is continued, and that it is conducted primarily in the interests of the farmers and market gardeners.

THE FORESTS OF THE STATE

the wisdom of its founders. It is very important that in acquiring additional land we should not forget that it is even more necessary to preserve forget that it is even more necessary to preserve what we have already acquired, and to protect it, not only against the depredations of man, but against the most serious of all enemies to forests—fire. One or two really great forest fires might do damage which could not be repaired for a generation. The laws for the protection of the game and fish of the Wilderness seem to be game and fish of the wilderness seem to generation. The laws for the protection of the game and fish of the Wilderness seem to be working well, but they should be more rigidly enforced.

penses of the State government. Appropriations made in lump sums. All needless offices should be abolished. For instance, the Attorney-General's office should do the work now done by the special counsel for the different hospitals for the abolished Wherever possible, commissions should be consolidated, and the number of commissioners and of their employes reduced. In the State's charitable work, which is now very extensive especially as regards the care of the insane care should be taken not needlessly to multiply institutions nor to erect buildings more costly than is absolutely necessary, and the name shows namely, a Naval Militia, and not a Naval Reserve. It was called upon in the late war to do duty which should ordinarily be done by the Regular Navy, or by a proper naval reserve, one composed of seafaring men similar in type to those who actually man our warships. The Naval Militia ought normally to be used to some control of the locality in which it exists, where-

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improvement has resulted from putting the care of the insane under the control of the State instead of the countles.

UNIVERSITY OF THE STATE OF NEW-YORK.

For more than a century New-York has taken a leading position in fostering secondary and higher education. This work she accomplishes through the agency of her University. The growth of these interests has been specially marked since 1889. Within this decade, though the increase in attendance on our public elementary schools has been less than 20 per cent, there has been an increase of more than 100 per cent in those completing requirements for admission to the high school and of more than 200 per cent in high-school graduates. By setting the standard for graduation from the elementary schools and by providing teachers for these schools the University has been a potent factor in improving the whole school system. In comparison with results attained and with other expenditures the State appropriations for high schools are small. In 1898 the State expended about \$150 for each convict in her prisons and \$185.31 for each lunatic in her asylums. The cost to the State of each student in her high schools was \$4.45.

In the medical schools of New-York are nearly one-fifth of all the medical students in the United States. In her law schools are fully onequarter of all the law students. In other higher

United States. In her law schools are quarter of all the law students. In other higher educational lines she is equally prominent. The standards for admission to the professions, which are recognized as the highest in the country, are determined by the University.

The reputation of the University has been increased by the valuable work of its museum, its paleontologist, botanist and entomologist. Important original research in these fields has added to the knowledge of the natural history and of the resources of the State.

The New-York State Library, another department of the University, has more than doubled its efficiency within the last ten years, and is an inspiration to intellectual life throughout the State. Through its local public libraries, its travelling libraries, its valuable photographic reproductions which are sent from school to school, and its other facilities for home education, it comes in direct contact with every class of the community.

The State owes loyal support to an organization which so guards and unites her most vital interests.

RAPID TRANSIT IN NEW-YORK CITY.

I call the attention of the Legislature to the need of improved facilities for rapid transit in the city of New-York. As the city extends the need for the establishment of an improved sys-tem of rapid transit becomes more and more imperative, and the Legislature should take every means to find out the best system to

ECONOMY IN NEW-YORK'S MUNICIPAL GOV-ERNMENT.

In New-York City, even more than in the State, there is need of cutting down the salaries ! of certain officials, of forcing others to do more work, and of altogether getting rid of yet others. I suggest that you investigate carefully whether there is need to retain in existence such offices as those of the Chamberlain of the city and the Special Commissioner of Jurors; county of New-York and of the county of Kings and the County Clerk and Register of Kings should not be turned into the counties, salaries being allowed the officials in their stead; and whether the judges of the municipal courts of the city should not be required to sit every day, so that workingmen, who are the chief patrons of these courts, in such suits as those for the payment of wages, may not be compelled to lose day after day in attendance. Very many clerkships, inspectorships and positions held by deputies could be aholished. The evils of the police system in New-York have become very serious. I may find it necessary to communicate with you again on this matter.

SUGGESTION REGARDING SMALL CITIES

SUGGESTION REGARDING SMALL CITIES Of an interest and importance secondary only to that of the Greater New-York are the cities needs have often been overlooked. While the condition of each of these cicles differs from that of the others, all have substantially the same problems to solve, and the experience of each should be readily available for all. Practical

should be readily available for all. Practical should be readily available for all. Practical students of municipal affairs, as represented by the city officials who form the League of American Municipalities and by the New-York Senate Committee on Cities in the so-called Passett report, have urged as a matter of the greatest importance for good government in cities a uniform system of accounting. Foreign countries in which municipal government has been most successful have invariably provided some means to secure uniformity of accounting and a general interchange of information.

The commissions on second and third class cities in 1896 recommended for this State an advisory board for cities of the second and third classes, and I venture to urge upon you the consideration of the establishment of an unsalaried State municipal board which shall have no coercive power in shaping the policy of any no coercive power in shaping the policy of any city, but which shall have for its duties the securing of uniformity of accounting systems in the cities of the second and third classes, the duty of examining bills regarding the work and conditions of these cities, besides also the duty of examining bills regarding them which are presented to the Lexislature, and of making recommendations concerning lexislative action upon them. Probably no other measure could be of so great assistance to these cities in the way of stinulating local pride and securing active local self-government.

SECRETARY OF STATE

In the Secretary of State's office eight thousand corporation papers have been filed during the last year, including certificates of incorporation, of which 414, exclusive of real estate cortion, of which 414, exclusive on the state of the support of the s mines in this State.

The report of the Controller shows a large increase in the revenue from indirect taxes during the last fiscal year. The amounts received from the organization and corporation tax for from the organization and corporation tax for the fiscal year ending September 30, 1808, exceeded the amount received during the preceding fiscal year by the sum of \$84,934.22. The amounts received from the tax on inheritances during the fiscal year ending September 30, 1808, exceeded the amount received during the preceding fiscal year by \$167,268.41. The amounts received from the sale of liquors, under the excise law, exceeded the amount received during the preceding fiscal year by \$212,922.71. These figures are of peculiar interest, because the amounts received represent a decrease in the burden of taxation upon those least able to contribute to the necessary revenues of the State. STATE TREASURER

Notwithstanding the extraordinary expenditures necessarily incurred by reason of the re-cent war with Spain, a large balance, to wit, the way of \$3.078.804.45, rilli remained to the ATTORNEY-GENERAL.

of judicious management.

The report of the Attorney-General shows the increased business conducted through his Department. It is gratifying to note that claims against the State have been reduced by reason

SUPERINTENDENT OF PUBLIC INSTRUCTION During the last year the sum of \$29,515,935 has been expended for public schools under the jurisdiction of this Department. Of this amount \$4,027,615 was appropriated by the Legislature and \$25,488,320 was raised by local taxation. These large expenditures for public education show that the people of the State fully appreclate the importance of their public school system, and do not hesitate to make liberal pro-

vision for its support. The results of the Compulsory Attendance law are surprising. The aggregate days' attendance for the school year was fifty-six millions, or a gain of nearly two millions over the previous year, which, I am informed, can be almost directly shown to be the result of this law. It is suggested that, inasmuch as many of the statutes relating to public schools are conflicting and confusing, "the school law" should be revised and simplified.

DEPARTMENT OF BANKS

The report of the Superintendent of Banks shows an apparently healthy condition among our banks, savings banks, trust companies and other kindred institutions which are within the peculiar province of the Banking Department. The Legislature will note with pleasure that there has been a very large increase during the last fiscal year in the number of depositors and in the amounts deposited in our savings institu-tions. This shows that business has revived throughout the State and that thriff has corre-spondingly increased among our people.

SUPERINTENDENT OF STATE PRISONS. Satisfactory results appear to have succeeded the enactment of the law relating to the products of prison industries, which went into effect

January 1, 1897. During the last year the health of the convicts has been generally good and the death rate small; it would appear, however, that the condition of the cells in the several prisons is a matter to which the attention of the Legislature should be directed. Auburn Prison was built in 1817, Sing Sing in 1825, and Clinton, although of later date, was built upon the same general plans as the other two in relation to its cells. It would almost seem that the time had come when these cells should be renovated and placed in a more sanitary and healthful condition. This work could be done by the convicts at small. work could be done by the convexpense to the State for material

RAILROAD COMMISSIONERS

The work of the Board of Railroad Commiscioners has more than doubled during the last year. The Legislature of 1898 appropriated the sum of \$100,000 for the purpose of defraying the State's share of the expense for the abolition of those crossings at which steam railroads cross public highways at grade. The importance of protecting the travelling public against accident at grade crossings is shown by the fact that during the year ending June 30, 1898, 102 persons were killed and 113 injured at such crossings. It would seem that an amount equal to that appropriated last year should be again appropriated this year.

DEPARTMENT OF AGRICULTURE

culture in the matter of adulteration shows that the enforcement of the provisions of law relating to farm and dairy products has greatly increased the volume and size of plants and the aggregate value of productions. The beneficent result to the farmer of these laws in milk, and particularly of creese, during the last year, an increase which is certainly in part due to wise legislation, although of course the chie credit must be given to the industry, energy and shrewd foresight of the farmers themselves. Upward of 25 per cent of our population till

the foundation and mainstay of the Common tions They are intelligent, hard-working, and deeply patriotic. They do not look for aid from the State to carry on their ordinary avocations. Indeed it is doubtful if they would approve any special legislation in their favor; all they ask is protection against improper competition and improper legislation. It is within the province of the Legislature to see that the cost of transportation of farm and garden products is not excessive, that vitilated compounds and adulterations be not permitted, and that those public servants especially charged with carring for the health of the State be provided with all necessary appliances to prevent the spread of disease sary appliances to prevent the spread of disease sary appliances to prevent the spread of disease sary appliances to prevent the spread of disease sarious cattle, or among fruit, vegetables and sericals, and to inquire as to noxious insects which so often overrun and destroy the results of the husbandman's labor. It is especially on their behalf that every effort should be made to their behalf that every effort should be made to reduce taxation and to secure the utmost economy in administration.

THE EXCISE LAW

best revenue-raising law on the statute-book. One of its gratifying features is the fact that, compared with the old law which it supplanted, it is administered by a very much smaller num-ber of officials, while bringing in so much more

as Public Works. Public Buildings, State Engineer. Surveyor. Fisheries, Forest and Game, State Board of Health. Civil Service Commission. State Tax Commission, Bureau of Labor Statistics, State Commission, Bureau of Labor Statistics, State Commission in Lunacy, State Hospitals for Insane, State Reformatories, and other penal and eleemosynary institutions, will in due time make their several detailed reports to the Legislature, and I invite your careful attention to these reports, when they are received, to the end that, if defects are found in the systems of administration, there may be proper semalal legislation. tems of administration.
remedial legislation. THEODORE ROOSEVELT.

CEYLON AND

INDIA TEA. PURE; so a little goes far.

STRONG: so steep only 5 minutes